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mation is essential if an effective mass immunization program is to be carried out. From information which is now available, we know that this program is far from complete. Part of this delay has been occasioned by insufficient amount of vaccine. However, as more and more vaccine becomes available this situation will be remedied. One word of caution -- the immunization program is an adjunct to communicable disease control measures not a substitute. There should be no relaxation of other well tried control measures just because vaccination has been rendered. It should also be remembered that immunity is relative and has to be restimulated e.g. typhoid paratyphoid immunity has to be renewed yearly.

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TB Death Rate/1000 by Age

Japan

Ages	1949	1948	1947(Jap.)	1946(U.S.)	
All Ages	168.0	178.3	186		36.4
0--4	67.8	58.7	64.1	Under 1 yr.	16.6
				1--4	8.2
5--9	32.2	33.5	39.7		2.7
10--14	31.7	36.3	41.4		4.1
15--19	146.5	169.2	201.9		17.7
20--24	338.1	393.5	421.2		35.4
25--29	357.2	388.9	392.2		38.1
30--34	303.5	320.9	327.5		40.0
35--39	250.4	258.0	257.8		42.6
40--44	212.7	220.6	216.4		47.8
45--49	190.0	196.5	192.9		52.3
50--54	192.1	192.7	186.8		60.3
55--59	195.5	189.0	183.3		63.8
60 and over	130.3	118.4	121.4	60--64	67.8
				65--69	75.2
				70--74	72.6
				75 and over	72.4

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HEALTH CENTERS

	Total	A	C	Sub standard	No. serving more than 100,000
Tokyo	41	1	19	21	27
Kanagawa	15	1	12	2	7
Saitama	13	1	10	2	13
Chiba	15	1	12	2	13
Ibaraki	15	1	10	4	13
Tochigi	11	1	7	3	8
Gumma	11	1	7	3	9
Nagano	17	1	9	7	8
Yamanashi	7	1	1	5	6
Shizuoka	15	1	12	2	11

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Text of remarks by Dr. C. E. PEGG, Chief of Veterinary Division,
Public Health Section, KANTO CIVIL AFFAIRS REGION
at the KANTO BLOC GOVERNORS' CONFERENCE, KANTO CIVIL AFFAIRS REGION,
19 April 1950

Veterinary Affairs

a. Rabies

In the field of veterinary prevertive medicine the chief problem at the present time is the control of rabies. The natural reservoir of infection, particularly in dogs must be eliminated, since this can and has become a major health hazard to the population. This is particularly a problem of Kanto Region, which accounted for 74 of 76 cases of human rabies occurring in 1949.

It is not necessary to look very far to realize that the present control program is unrealistic and ineffective. The most important obstacle is the exorbitant prefectural tax levied against dog owners. Presumably this represents a source of revenue to the government, but in the last analysis it is an ill conceived and expensive move. Because the tax is high and not commensurate with the average income, most owners fail to register their animal pets. This also means that these animals do not routinely receive their rabies immunization. Thus, in effect, an ill-conceived registration tax is directly responsible for increasing the animal reservoir of rabies and thereby hindering the rabies control program.

Unregistered animals create additional expense to prefectural and city governments because it necessitates these agencies employing stray-dog catchers to bring such animals under control. In the recent tax abolishment program suggested by this office, Ibaraki was the first to put the non-tax program into effect.

Another factor hindering rabies control is the fact that the private veterinary practitioner is not an integral part of the rabies control program in most prefectures. His services should be utilized, because his location in the community is such that he can take care of all animal disease control programs with a minimum of effort. Moreover, travel expenses and allowances normally paid to prefectural veterinarians for this work would be unecessary.

Because of improper registration, prefectural officials do not have knowledge of the number of dogs within the prefecture. It is common to

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have tabulations vary as much as several thousand from one month to the next. Tax-free registration will overcome this evil because all animals not registered under this program can be classed as stray animals and can be disposed of as such. An adequate census is necessary in any disease control program.

Tokyo Prefecture has taken the lead in making the private practitioner a part of the rabies control program -- all animals vaccinated in January and February being treated by the practitioner with the prefectural officials coordinating the program in the interest of the prefecture. Kanagawa and several of the remaining prefectures have taken this lead toward control. For a comparable two month period in 1949, Tokyo and Kanagawa Prefectures have shown that practitioner participation is reflected in good results.

Of the total number of dogs vaccinated in the Kanto Region during January and February 1950, Tokyo Prefecture has shown the greatest number. However, it must be pointed out that the number vaccinated represents only 22% of the estimated dog population. Only one dog was vaccinated in Shizuoka Prefecture during this period. Shizuoka and Yamanashi prefectures reported no cases of rabies during January and February; Tokyo, Kanagawa, and Saitama prefectures reported 29 and 21 and 18 respectively for the same period.

With this brief resume of the situation, I cannot urge too strongly that realistic and adequate control measures be taken as soon as possible, so that the scourge of rabies can be checked and eliminated. If adequate measures are not taken, rabies may reach epidemic proportions in 1950.

b. Food Sanitation:

Although there are many encouraging elements in the matter of food sanitation, here again disturbing trends are evident. One of the more urgent of these at the present time, is the alarming increase in the number of foodstalls, most of which are unlicensed and almost all of which are unsanitary. Little has been done by the various prefectures to make these foodstalls comply with recognized minimal sanitary requirements. Part of this is occasioned by the lack of prefectural regulations that apply to foodstalls. Almost invariably an artificial and arbitrary line of demarcation is drawn between restaurants and foodstalls. As a result, foodstalls have to meet very few sanitary requirements, if any.

Possibly another factor in this situation is that licensing of these stalls represents a rather lucrative source of revenue to various governmental agencies concerned. It is almost unnecessary to say that this latter consideration is hardly justification for a potentially explosive situation.

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With the advent of warm weather these foodstalls with their poor sanitation may well be responsible for mass outbreaks of dysentery, typhoid fever and food poisoning, unless action is taken now to strengthen licensing procedure, to establish and enforce adequate sanitary requirements, and to close down the unlicensed shops.

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Text of remarks by Miss CATHERINE MORGAN, Chief of Nursing Division,
Public Health Section, KANTO CIVIL AFFAIRS REGION
at the KANTO BLOC GOVERNORS' CONFERENCE, KANTO CIVIL AFFAIRS REGION,
19 April 1950

Nursing Affairs

For the past few years, we have been trying in every way possible to help Japanese nurses. More and more, we realize it is difficult, if not impossible to do much more, in any given prefectures, without your understanding and help.

You may not be interested in nurses or nursing but when you get sick, don't you want a good, sympathetic nurse?

As you know Japan has many different kinds of nurses. These nurses differ greatly in quality because they graduated from different kinds of schools. In 1947, a new Nursing Law #203, was passed which provides for some standardization of schools. If Japan wants good nurses, she must have good schools.

Allow me to ask you frankly, will you help to establish good schools of nursing in your area?

Now we will show you where we feel stronger efforts are needed at the present time.

(Chart #1 Nursing)

Here are the present school plans listed by prefecture. You can see the planned number of schools is far too small to train the number of nurses which your prefecture needs.

(Chart #2 Nursing)

Here, listed in rank order, are the nurses assigned to the nursing affairs section, division or office of the health departments, to supervise and coordinate all nursing activities.

Compare and note the unfilled positions?

(Chart #3 Nursing)

This chart shows three levels of government organization.

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On the right of the chart is a basic organization plan, suggested as desirable for every prefecture. This plan calls for the full-time services of at least 7 nurses, 1 chief nurse, 2 clinical nurses, 2 midwives and 2 public health nurses.

Although each prefecture has different problems, some standardization in structure seems advisable.

We know the system of nursing needs much improvement because we are constantly receiving letters from patients and impartial observers (not employees of hospitals), whose comments indicate that complete definitive nursing care of patients is the exception, rather than the rule.

Granted that some of these letters are from disgruntled patients, still we feel there is a great deal of justification for their complaints. Our personal observations confirm this.

The most fundamental need is a reorientation of viewpoint, in which hospitals center their attentions upon patients to make them well and to promote their comfort and well-being while in the hospital.

We know that the complete treatment of any patient requires more than just medication. We must also look to the psychological well-being of the sick.

Nursing Chart #1

NUMBER OF NURSING SCHOOLS IN KANTO REGION

Prefecture	Old System	New System	Number Decreased
Tokyo	63	9	54
Chiba	20	1	19
Kanagawa	17	2	15
Gumma	10	2	8
Nagano	9	3	6
Tochigi	10	1	9
Ibaraki	4	2	2
Shizuoka	11	2	9
Yamanashi	3	0	3
Saitama	7	3	4

Why These Schools should be Discontinued?

1. Lack of Education Facilities

   No organized instruction-program
   No trained instructors
   No supervision of student practice
   No classrooms or textbooks.

2. Lack of Housing and Health Care For Students

   No dormitories.
   No responsibility for students' health and medical care.

3. Poor Hospital Administration

   Inadequate facilities for care of patients.
   Families give most of nursing care.
   Nurses required to do housekeeping work instead of nursing.

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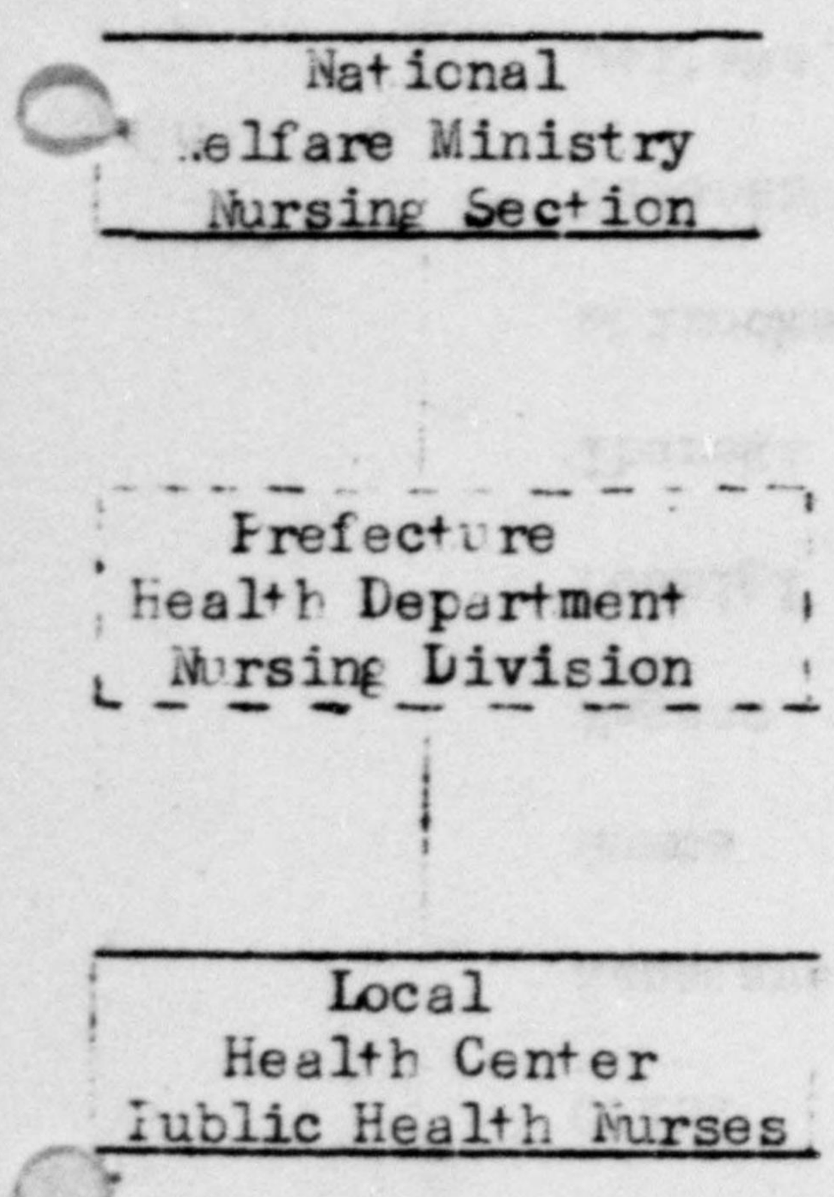
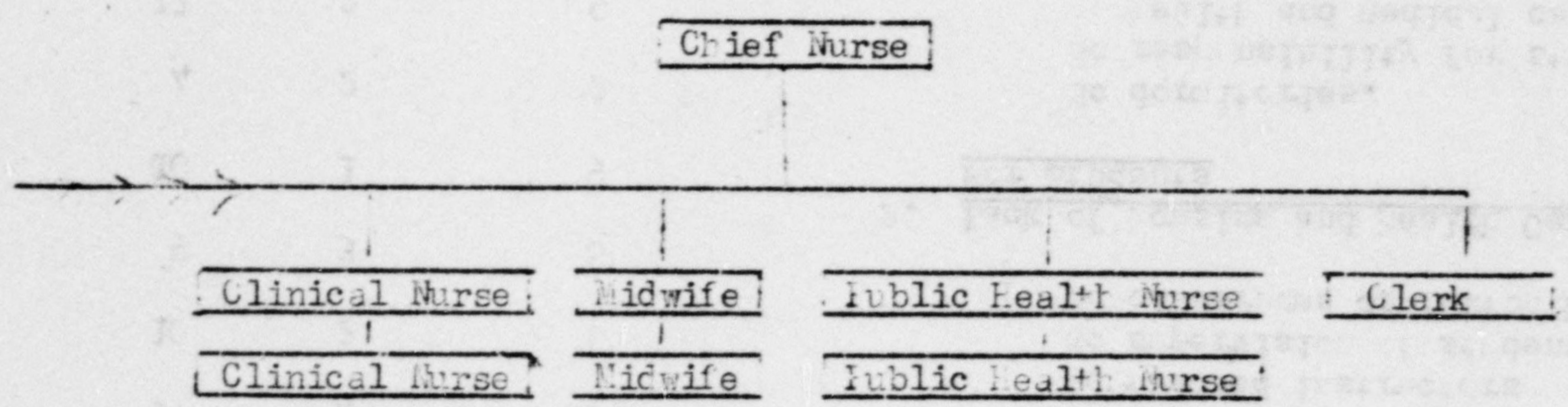
Nursing Chart #2

ORGANIZATIONAL CHART

NURSING AFFAIRS



Proposed Organization Chart For Prefectural Nursing Division



———————— - Well Established Now.

- - - - - - - - - Poorly Established Now.

Duties:

1. Assist in planning, directing, developing and evaluating the nursing service in relation to total health programs.
2. Assist in correlating nursing programs with other related programs.
3. Give supervision and guidance to nurses in health centers, hospitals, villages, industry.

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Nursing Chart #3

NURSES EMPLOYED IN PREFECTURAL NURSING UNITS

Listed in Rank Order by Number of Nurses Employed

Rank	Prefecture	Chief Nurse	Clinical Nurse	Midwife	Public Health Nurse
1.	Tokyo	1	8	5	5
2.	Saitama	1	2	2	2
3.	Kanagawa	1	3	2	2
4.	Chiba	1	1	1	1
5.	Yamanashi	1	1	1	1
6.	Shizuoka	1	1	1	1
7.	Gumma	0	1	1	2
8.	Tochigi	1	1	0	1
9.	Ibaraki	1	0	0	1
10.	Nagano	0	0	0	2

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Text of remarks by Mr. C. W. ALLEN, Chief of Sanitary Engineering Division, Public Health Section, KANTO CIVIL AFFAIRS REGION at the KANTO BLOC GOVERNORS' CONFERENCE, KANTO CIVIL AFFAIRS REGION, 19 April 1950

Sanitary Engineering

a. Insect, Rodent Control and Sanitation

It does not require an elaborate analysis to realize the importance of good insect, rodent control and sanitary measures. It is only necessary to recall the serious outbreak of Japanese B. encephalitis in 1948 in Kanto Region, to appreciate the importance of mosquito control. The typhus epidemic, which is still going on at the present time, offers a strong reminder concerning the control of lice and rodents. Chart #1, Sanitary Engineering, shows the sharp increase in dysentery during the year 1949 over that of 1948. It is a well known fact that domestic flies are a special and very dangerous factor in the transmission of bacillary dysentery. Furthermore, it is to be borne in mind that typhoid and dysentery occur in areas of poor sanitation, where fecal contamination of food and water is likely to occur.

Adequate control methods can reduce the insect population and consequently the disease incidence. However, the prerequisite for a good control program are:

(1) An adequate budget.

(2) Early intensive control work.

(3) Education of the people.

(4) Cooperation of all sections of the local governments and householders in the removal of conditions which aid the breeding of these insect pests.

An adequate budget means that sufficient funds be available to allow permanent full time employees in the prefecture health department, health centers and environmental sanitary teams throughout the prefecture. The correct number of these personnel per prefecture will vary according to the size of the towns and cities.

There is need for an early start in control measures because small populations of flies and mosquitos found in the early spring months are the parents of the large numbers seen later in the summer. The earlier

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that controls are started the fewer the offspring and less work which will be necessary throughout the season and the fewer the cases of disease.

A great deal remains to be done in promoting the sanitary consciousness of the population. Too many people throughout the Kanto Area still do not understand that insects play an important part in the transmission of disease. They do not realize that piles of garbage, stagnant water, empty tins and bottles, ill constructed toilets and improperly stored nightsoil are sources of insects which bring diseases to members of their families. Until all such health hazards are properly dealt with, the large incidence of disease will prevail. The education of all people in the area is one of the main objectives of the sanitary program. This can best be carried out by frequent inspections of all areas with explanations by the inspectors how to rid the area of the danger.

(Chart #2 Sanitary Engineering)

This chart shows the basic organization for insect and rodent control. It is necessary that all positions are staffed with men who know their job and are willing to do it.

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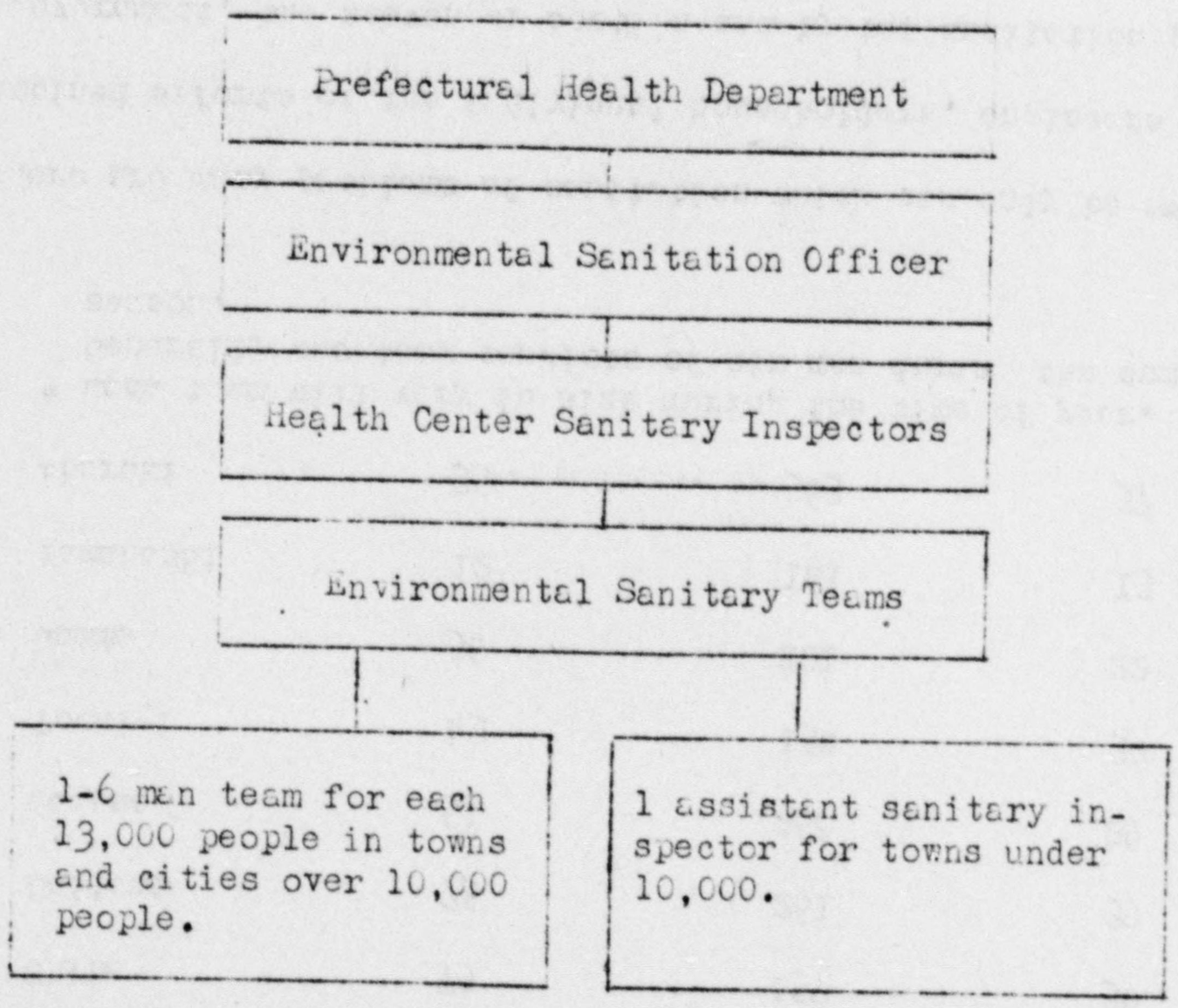
PLAN OF PREFECTURAL HEALTH DEPARTMENT
in
INSECT AND RODENT CONTROL PROGRAM



(Chart #3 Sanitary Engineering)

This chart shows the number of persons engaged in insect and rodent control work in the various prefectures.

If all of these people are engaged day by day wholeheartedly the results could be enormous. However, it is doubtful if many of these persons are working according to the plans set up by the prefectures.

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PERSONNEL ENGAGED IN INSECT AND RODENT CONTROL

IN THE KANTO REGION

Prefecture	Sanitary Teams*	Assistant Inspectors	Inspectors
Tokyo	250	221	46
Kanagawa	179	224	35
Shizuoka	82	194	38
Chiba	79	157	30
Saitama	75	261	39
Nagano	51	268	29
Tochigi	43	150	30
Gumma	36	221	22
Yamanashi	12	161	13
Ibaraki	35	363	37

* Each team will vary in size during the time of year. Generally one team consists of six men during the summer season.

There are many problems of sanitation which can only be overcome by the combined efforts of the individual householders, engineers of the local government, the scavenger section and by the sanitation personnel in the health department.

If these groups do not cooperate, the overall results will be far from satisfactory.

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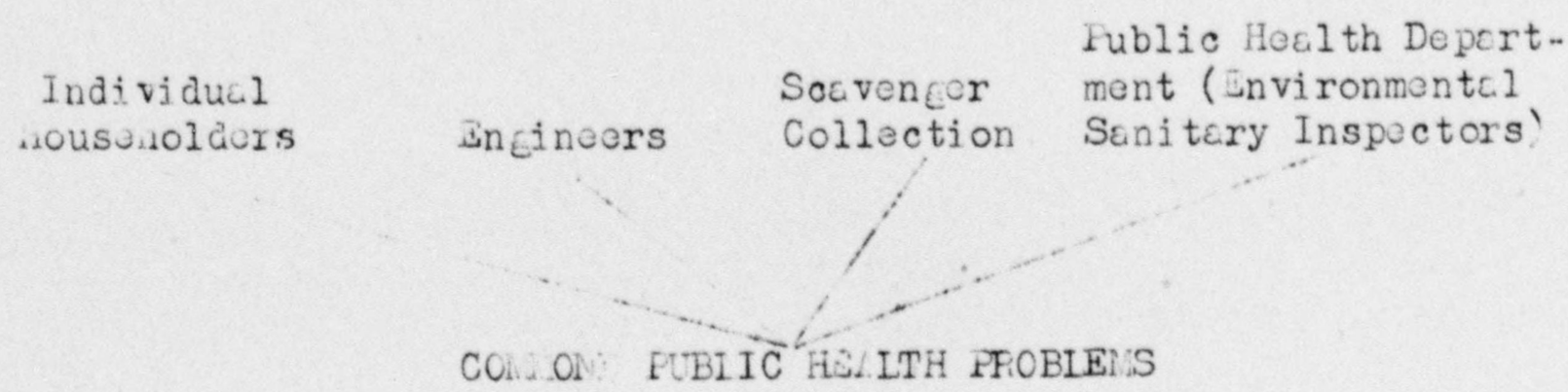
G. H. Q., Sanitary Engineering



All people working together can build a happier more healthy population.

There are other needs and problems such as use of national training courses, communicable disease hospitals and public health laboratories etc. that I would like to discuss with you, but time does not permit today.

Again let me truly say that remarkable progress has already been made in Japanese public health reform. An auspicious start points the way to future progress. You must consolidate the gains that have been made and pursure with utmost vigor the goals yet to be reached. If Japan faithfully carries through the plans that have been formulated, it will have as good a health program as any nation in the world.

Thank You.

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Text of remarks by Mr. MICHAEL E. NOLAN, Chief, Legal & Government Section
KANTO CIVIL AFFAIRS REGION
at the KANTO BLOC GOVERNORS' CONFERENCE, KANTO CIVIL AFFAIRS REGION,
19 April 1950

At this conference with the Kanto Region Governors it is the desire of Colonel Hollingshead that we review the progress of local government operation since last December, appraise the results, and make recommendations to be projected into the future. In looking back over the five past months we see local governments that have been struggling to operate under terrific obstacles. Considering the problems confronting local government the record has not been too bad on the prefectural level, spotty on the city level, and very sad on the town and village level.

If we were to accept the outward evidences of the health of local governments only we would be mislead into believing that the operation has been very good considering present economic conditions and come to the erroneous conclusion that future prospects were quite bright. This would be a mistake similar to that of a doctor deciding that because a patient had bright rosy cheeks that he was in good health. An x-ray examination might disclose a bad case of tuberculosis causing a high fever resulting in the rosy cheeks.

The rosy cheeks of local government can be seen in the following evidences of apparent good operation and progress. Drastic economy programs with reductions of personnel have been carried out in all prefectures, new schools, police stations, public halls, universities, colleges, hospitals, health centers, clinics, water systems, roads, bridges and disaster prevention projects have been constructed. Emergency programs to provide relief work have been carried out on roads, rivers, bridges, and in forests. Large area of land have been reclaimed from flooded areas. Livelihood relief has been given to those unable to work or find work. By-laws on everything from Public Peace to Horse Racing and Outdoor Advertising have passed the assemblies. In Tokyo the program for elimination of street stalls is under way in spite of difficulties. In Kanagawa and Shizuoka an understanding is in sight to settle the 300 year old dispute involving the right to use the water from Ashinoko Lake. These are but a few of the activities that appear on the bright side of the picture.

In order to make recommendations for the future we must, like the doctor, take an x-ray of the patient, or, as you say in Japan we must take a look behind the bamboo curtain. Let us look back to April 5, 1947 when all of you except Governor Osawa were elected for the first

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time in the history of Japan. Your hopes were high at that time and you all issued statements to the press containing thoughts such as the following; "Local politics are being put on a democratic basis for the first time. Our local autonomous governments have undergone a complete change through the recent local elections, and no longer remain branches of the central government. Our local legislators have also been freed of the fetters of the chief executives, and now can freely participate in national politics on an equal footing with them". You also made promises like this; "It may safely be said that local autonomy has been given an opportunity to effect epoch-making democratization. We, at this juncture, must abandon our old ideas, recognize the new form of local politics and strive to speed up the democratization of Japan's politics as a whole by elevating the position of local politics". You all agreed with a SCAP spokesman who asserted, "that the democratization and strengthening of local autonomous governments is a prerequisite for the realization of Japan's democratic politics".

You were elected on April 5th, the Local Autonomy Law went into effect on May 3, 1947, giving you for the first time the right to appoint your own personnel. But on April 30, in violation of the spirit of the Constitution and in disregard of your rights as elected executives, the Home Ministry made a mass transfer of their favorites to the prefectures as department chiefs. You will recall that as a result many governors found themselves with two department chiefs in some instances. One appointed by themselves and the other by the now dead hand of the Home Ministry.

Rather than abandoning "old ideas" we see that as of June 12, 1947, two or three vice-governors were selected from among ex-governors, and in prefectures with only one vice governor a Home Ministry official was selected. Quite generally department heads selected were also from the Home Ministry. Is it any wonder why the bureaucratic power of the Central Government still exercises a strong influence over local governments? A few instances of a reversal of this original trend in the Kanto Region indicates that a realization of its dangers exist, and, is gradually being corrected.

A more serious and far reaching obstacle was thrown in your path in June 1947 with the sudden creation of scores of national branch offices to take over business formerly conducted by the prefectural governments. As a round table discussion held on June 10, 1947, in response to the question, "What is the actual state of local government", Governor Yasui had this to say, "Apart from individual issues, it is, generally speaking outrageous. To cite for example, the Local System Investigating Committee which is supposed to have mapped out the Local Autonomy law based on the suggestion from the prefectures, but, in actuality, various Central Government Departments, by creating their own branch offices, have taken

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over practically all of the important businesses. Viewed from the idea of setting up a new system, such a practice must be wholly opposed". Governor Kodaira on that date stated, "This is becoming a serious question in my prefecture. I intended, as the first 'elected-Governor' to work to full capacity by breaking up the centralization and extending the power of the provice. As soon as I assumed the governorship I found nearly all the work hitherto carried on by the prefecture had been taken away from it. So much so that there is practically nothing that the prefecture can do about the transportation business. The Agriculture and Forestry Department has taken away the work of distributing the farmers' necessities, food, food inspection, and the handling of straw goods, which is the farmers family industry, and it asks us to look after the collection of rice only. It is ridiculous nonsense. The Governor is supposed to oversee the officials in the prefecture, but in practice, it is difficult for the governor, a public official, to supervise the government officials dispatched to the province. - another example is in building. A permit may be given for a building, but the distribution of the material must be handled by the Government branch, and then we are in the dark as to when it is forth coming. Under such circumstances, how can the governor execute his power to the people's advantage?"

Most of you made statements expressing the same protests. We see then a new democratic system set up by elected officials pledged to "new ideas" but with subordinates still firmly entrenched with "old ideas". In addition the normal functions of government relating to food, construction, materials, health and welfare, all of which directly affect the lives of local people, turned over to branch offices of the Central Government. Where formerly the Agricultural Affairs Section of the prefecture handled all food problems, three new branch offices were set up to do the work, the Crop Report Office, the Materials Readjustment Office and the Food Office. The prefecture is left with the unpopular task of getting in the rice quota while the Central Government handles the farm equipment and other materials going to the farmers. In the field of construction the same change took place, the facts are too well known to bare repeating.

While you governors were fighting to overcome this problem the mayors of cities, towns and villages were equally flabbergasted to find that existing branch offices of the prefectures located in cities, towns and villages were not going to be abolished but in fact enlarged in some instances. A prefectural branch office of 200 employees located in a city administering to it and some 40 neighboring towns and villages is equally painful to the mayor as the central branch offices are to the governor and it makes a sham of local autonomy all the way down the line.

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You governors put up a fight to get the branch offices of the central government abolished but results only scratched the surface. The underlying sickness still remains. The five major cities narrowly missed creating independent prefectures of their own in order to rid themselves of this yoke. In the towns and villages hundreds of mayors and assemblymen have resigned in protest to their inability to serve the people as they promised in the election to do. The only happy people are the left political groups who have made political propaganda out of the situation.

While on the one hand the normal functions of local government were taken away the expensive functions of maintaining police, fire, education, health and similar functions were thrust upon your shoulders without adequate financial sources being made available to local governments to meet the cost.

Control over the whole field of local operation has been maintained by the resort to some 350 kinds of subsidies from central to local governments. Control is not limited to finance but is maintained in administration. A complicated system of commission office work, organic trust office work and public office work are imposed on nearly all operations of local affairs. The inefficiency in this sytem was apparent in the recent typhus-epidemic in Tokyo and Yokohama. Mr. Kohori Yoichi, Cabinet Vice-Secretary General in his recent book on the Shoup report describes the system as follows; "To cite an example, the sypervision and direction by prefectural governors to city, town and village in order to prevent epidemics are practised as organic trust office work-in case of city, town or village is imposed the duty to build hospitals for contagious disease or isolation hospitals, it is interpreted as trust office work for the help of the governmental office work;-the nature of work of preventing an epidemic is supposed to belong to the governmental work.

However, a hospital for contagious disease or a isolation hospital, if they have been built, are not the possession of the nation, but of autonomous bodies so that the financial maintenance and the operation must be conducted by autonomous bodies."

We see therefore a system in which the Central Government maintains control and supervision over a local program but in case of break down or failure complete responsibility immediately is shifted to the local officials.

Dr. Shoup stated in his report that the mal-adjustment, duplication, overlapping, and general uncertainty of administration in both Central and Local government fields was equally important to be corrected as

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the pure tax and finance side of the problem if real decentralization with the resultant emergence of a sound local autonomy is to take place in Japan.

The tax side of this reform is before the present Diet for better or for worse. The administration reform part of the program is being entrusted to the Local Autonomy Investigation Commission on which local governments have representation. Back in 1947 you only received the forms of local Autonomy. You may now get the substance and the necessary finance. The evil forces that fought your progress in 47 are still in there fighting to retain their special interests.

As a part of our Civil Affairs program for the coming months we would like to be able to render you some real aid in correcting the present administration deficiencies. In order to effectively aid and assist in this program we recommend that the governors prepare now the necessary materials and charts showing the number and functions of all branch offices of the central government now operating within your prefecture in purely local matters which the prefecture can and should be handling directly. Similar materials and charts should be prepared showing the extent of prefectural operation in the city, town and village field of government. With a proper presentation of the actual conditions to the new Investigation Commission it may be possible to get the Central Government out of the prefectural field and the prefectures can then get out of the city, town and village field. In order to assist you and in order to make reports and recommendations to higher headquarters we will require materials and charts of the same nature from you. We have attached to this paper two proposed forms of charts in outline only which we would like to receive filled in with supporting data for our use to assist you. The first chart will show the present infiltration by the central government into prefectural affairs and other local units. The second chart will show the present extent of prefectural supervision over city, town and village administration.

(A Japanese copy of Mr. Kohori Muishi's booklet is attached for your convenience)